

DIRECTING THE SECRETARY OF THE INTERIOR TO
CONDUCT A STUDY AND INVESTIGATION OF INDIAN
EDUCATION IN THE UNITED STATES

JUNE 18, 1956.—Committed to the Committee of the Whole House on the State
or the Union and ordered to be reprinted

Mr. ENGLE, from the Committee on Interior and Insular Affairs,
submitted the following

R E P O R T

[To accompany H. J. Res. 451]

The Committee on Interior and Insular Affairs, to whom was referred the joint resolution (H. J. Res. 451) directing the Secretary of the Interior to conduct a study and investigation of Indian education in the United States, having considered the same, report favorably thereon with amendments and recommends that the joint resolution as amended do pass.

The amendment is as follows:

Page 1, line 6, strike out the words "United States," and insert the words "continental United States and Alaska,".

Page 2, line 7, following the words "is authorized", strike the balance of Section 2 and insert the words:

*to enter into contracts in accordance with the provisions of the
Johnson-O'Malley Act of June 4, 1936 (49 Stat. 1458, 25
U. S. C. 452).*

Page 2, line 14, strike the words "the effective date" and insert the words "funds are made available to carry out the purposes".

EXPLANATION OF THE BILL

The purpose of House Joint Resolution 451, as amended, introduced by Congressman Rhodes of Arizona, is to direct the Secretary of the Interior to conduct a study and investigation of Indian education in the continental United States and Alaska. An identical resolution, House Joint Resolution 476, was introduced by Congressman Udall and was considered concurrently with House Joint Resolution 451.

House Joint Resolution 451, as amended, directs the Secretary of the Interior to make this study and to submit to the Congress the results thereof not later than 2 years after funds are made available to carry out the purposes of the act.

The bill has also been amended to provide that the Secretary's contract authority under the Johnson-O'Malley Act of June 4, 1936 (49 Stat. 1458, 25 U. S. C. 452) be extended to this study in order that he may contract with an independent organization to do the entire job without regard to the compensation by such organization to the individual members of its staff.

It is suggested that the report by the private agency should include conclusions and recommendations made by it and transmitted intact to the Congress without emendation or modification by the Indian Bureau. Only through an intact presentation of the findings of the investigative agency can an approximation be arrived at of the true facts in the situation. A critique based on the submitted data, prepared by the Bureau of Indian Affairs, and appended to the original report would serve a most useful purpose. It is suggested that Indian and non-Indian opinion be canvassed by meaningful political units such as congressional districts and States so that the Members of Congress will know what their constituents want in the way of educational opportunities for Indians. Although the Indian is both a citizen of the United States and a member of some tribal organization, his effective political voice must be through the recognized channels of public opinion. Investigation of what is wanted in the way of educational facilities for Indians must take into account actual wants and not theoretical formulations based on philosophical presuppositions. Past trends in Indian education, insofar as they may merely represent changing non-Indian opinion as to what is good for Indians in the way of education, can be of little value in responding to the needs of the Indian people here and now.

House Joint Resolution 451 authorizes the appropriation of such sums as may be necessary for carrying out the purposes of this resolution. It is not possible to give at this time an estimate of the amount of funds which will be required to carry out the study. Considerable additional planning will be necessary before a reasonable estimate of the costs can be made.

The committee asked the Legislative Reference Service of the Library of Congress to prepare the background statement on Indian education which is printed below:

INDIAN EDUCATION

The Congress of the United States made the first appropriation for Indian education in 1780, when \$5,000 was set aside for the education of Indian students at Dartmouth. In 1819, a permanent annual appropriation of \$10,000 was made by the Congress to be disbursed to missionary societies engaged in educational activities among the Indian tribes. Treaties between the various tribes and the Federal Government included provisions for educating Indian children. In 1860, the first boarding school was opened at the Yakima Reservation in the State of Washington, while the first nonreservation school was opened at Carlisle, Pa., in 1879.

Missionary schools increased until they reached their peak in 1892, receiving \$600,000 from the Federal Government that year. The last year for which missionary schools received an appropriation from Federal funds was 1900.

The Indian Bureau began sending Indian children to public schools in 1890, and reimbursed the schools for the actual cost. Federal appropriations for Indian schools were limited in 1918 to children of one-quarter or more Indian blood.

One of the difficulties in measuring Indian progress in various fields is the absence of reliable comparable statistics. Official figures given for 1902 cannot be compared to those for 1952 because of the variation in items listed and the latitude in method of enumeration. In order to obtain information on the continuity of development in Indian education, the individual must depend upon statements by authorities in the field. Caution must be observed not to mistake changes in the material life of the Indian for educational progress. For example, a greater number of Indians can speak English, read, and write, have a higher income per capita today than in 1902; these improvements do not necessarily mean that the trend in Indian education has been one of uniform progress and greater enlightenment in the ways of civilized living.

The following trends may be cited as characteristic development in Indian education since 1902:

First came the trend toward placing Indian children in public schools and paying their way, which began about 1890 when the first contracts between the Indian Bureau and local school districts were consummated. Contracts with sectarian schools continued after the Supreme Court decision of *Quick Bear v. Leupp* (210 U. S. 50 (1908)), which made it legal to employ treaty and trust funds for this purpose. In the appropriations acts of 1900 and 1918, Congress forbade use of regular or gratuity appropriations for sectarian school contracts. After the passage of the Johnson-O'Malley Act of 1934 as amended (49 Stat. 1458) contracts were entered into with the State governments for Indian education in public schools. In the last fiscal year 56.3 percent of those Indian children from 6 to 18 enrolled in school were attending public schools.

A second trend is that toward constant alteration and adjustment of policies in Government schools for Indians, in an endeavor to meet needs peculiar to Indian children. Needs peculiar to Indian children refer to the cultural values which the Indian child has from his homelife and their reconciliation with the cultural values of the white men. The educational theories and tendencies of Indian Bureau schools have been aimed at this problem and the devising of programs to meet it. In the earlier part of the 19th century the hope lay in boarding schools which were intended to take the Indian child away from the cultural influences of his parents and compel him to adjust to a white man's environment thereby making of him an assimilated citizen of Indian descent.

In the 1920's and 1930's, reservation day schools were favored on the theory that by emphasizing vocational education, especially in Indian arts and crafts, greater use could be made of the natural abilities and motivations of the Indian pupil.

A third trend in Indian education is decentralization of control as a result of which, Indian education is now largely a function under the local communities, State officials, local agency, and area officers of the Indian Bureau. It has become an increasing responsibility of the States or local communities as to what kind and how much education the Indian children shall receive. Recommendations in this direction were made by the Meriam report in 1928 and the report of the National Advisory Committee on Education in 1931. This point of view relegated the Federal role to that of providing local governments to uphold certain standards, and furnishing financial assistance for a limited period while Indian lands remained off the tax rolls.

For fiscal year 1955, there were 132,171 Indian children between 6 and 18 years of age in the United States, of this number 115,631 are enrolled in schools. Of the 115,631 enrolled 56.3 percent attended public schools, 34.5 percent attended Federal schools, and 9.2 percent attended mission and other schools. Comparative statistics for 1954 show 56.3 percent for public schools, 34.5 percent for Federal schools and 9.6 for others.

During fiscal year 1955, the Bureau of Indian Affairs entered into contracts with 15 States and the Territory of Alaska for educational purposes. Additional contracts covered 30 individual districts within 6 States and the Territory of Alaska. There were 65,089 Indian children enrolled in public schools during 1955, of this number 53.8 percent attended schools receiving Federal aid under contract. Of the 43,616 Indian children enrolled in schools operated by the Bureau of Indian Affairs in fiscal year 1955, 82.6 percent were fullblood, 6.7 percent were three-fourths, 7.3 percent were one-half, and 3.4 percent were less than one-half.

The Bureau of Indian Affairs operated 278 schools in the United States and 87 in Alaska during fiscal year 1955. Statistics for Alaska are included in those for the United States. There are 10,132 not enrolled, and 6,408 for whom information is not available. There are 12,111 Indian children between 6 and 18 residing in Alaska, of this number 5,458 attend public schools, 4,761 attend Federal schools, 763 attend other schools.

DEPARTMENT OF THE INTERIOR,
BUREAU OF INDIAN AFFAIRS,
Washington, D. C., June 13, 1956.

Mr. STEPHEN LANGONE,

Legislative Reference, Library of Congress.

DEAR MR. LANGONE: The following information is furnished in response to your telephone request of June 11, 1956, concerning employment and obligations for Indian education operating funds.

Fiscal year	Average employment	Amount	Fiscal year	Average employment	Amount
1945.....		\$10, 476, 730	1951.....	3, 970	\$21, 918, 931
1946.....		11, 030, 638	1952.....	4, 271	24, 417, 065
1947.....		12, 799, 185	1953.....	4, 495	25, 805, 004
1948.....		12, 758, 182	1954.....	4, 471	26, 132, 193
1949.....		16, 164, 192	1955.....	4, 954	32, 668, 273
1950.....		17, 834, 878			

The amounts furnished for fiscal years 1945-50 are on a comparative basis due to a revision of the Bureau's appropriation structure in fiscal year 1951. Employment information for fiscal years prior to the revised structure is not furnished as this type of information is not available on a comparative basis.

Sincerely yours,

J. LEONARD NORWOOD,
Chief, Budget Section.

American Indian population by States

State	1950	State	1950
Alabama.....	923	Nevada.....	5, 025
Arizona.....	65, 761	New Hampshire.....	74
Arkansas.....	533	New Jersey.....	621
California.....	19, 947	New Mexico.....	41, 901
Colorado.....	1, 557	New York.....	10, 640
Connecticut.....	333	North Carolina.....	3, 742
Delaware.....		North Dakota.....	10, 766
District of Columbia.....	330	Ohio.....	1, 146
Florida.....	1, 011	Oklahoma.....	53, 769
Georgia.....	333	Oregon.....	5, 820
Idaho.....	3, 800	Pennsylvania.....	1, 141
Illinois.....	1, 443	Rhode Island.....	385
Indiana.....	433	South Carolina.....	554
Iowa.....	1, 084	South Dakota.....	23, 344
Kansas.....	2, 381	Tennessee.....	339
Kentucky.....	234	Texas.....	2, 736
Louisiana.....	409	Utah.....	4, 201
Maine.....	1, 522	Vermont.....	30
Maryland.....	314	Virginia.....	1, 056
Massachusetts.....	1, 201	Washington.....	13, 816
Michigan.....	7, 000	West Virginia.....	160
Minnesota.....	12, 533	Wisconsin.....	12, 196
Mississippi.....	2, 592	Wyoming.....	3, 237
Missouri.....	547		
Montana.....	16, 606	United States.....	343, 410
Nebraska.....	3, 954		

Source: Bureau of the Census, History and General Research Division, June 13, 1956.

The favorable reports of the Department of the Interior, the Department of Health, Education, and Welfare, and the Bureau of the Budget are as follows:

DEPARTMENT OF THE INTERIOR,
Washington, D. C., May 2, 1956.

Hon. CLAIR ENGLE,

*Chairman, Committee on Interior and Insular Affairs,
House of Representatives, Washington, D. C.*

MY DEAR MR. ENGLE: Your committee has requested a report on House Joint Resolution 451 and House Joint Resolution 476, directing the Secretary of the Interior to conduct a study and investigation of Indian education in the United States.

We recommend that one of the joint resolutions be enacted with the amendments suggested below.

The joint resolutions direct the Secretary of the Interior to conduct a study and investigation of Indian education in the United States, and to submit to the Congress within 2 years after the effective date of the joint resolution a complete report of the results of the study and investigation, together with such recommendations as the Secretary may deem desirable. For the purpose of the study the procurement of temporary or intermittent services of experts, consultants, or organizations thereof in accordance with the act of August 2, 1946 (60 Stat. 810) is authorized.

The Department has recently begun to prepare plans for conducting a study of the nature and scope envisioned by the joint resolutions. These plans are now in rudimentary form, and it is anticipated that a great deal of study, effort, and time must be spent before the Department can settle on a set of standards that will help ensure a creditable survey. Tentatively, it is thought that the survey ought to be conducted by an organization independent of the Federal Government under a contract that would contain standards and guidelines in great enough detail to permit a study of sufficient scope and competence to serve as a reliable guide to the Congress, to the Department, and to the States for the establishment of efficient and economical long-range plans and policies in Indian education. The study plans will be drawn in consultation with appropriate agencies of the States which have significant Indian populations.

We feel that a survey of this type would help the Federal Government to carry out its responsibilities to Indians in the field of education and would encourage more uniform approaches to Indian education by the Federal Government and the States. The need for the survey has been recognized by several States and has been put in articulate form by the Subcommittee on Indian Education of the Arizona White House Conference on Education. The subcommittee, in its report of October 17, 1955, cited some of the problems of Indian education and recommended "an independent overall study of Indian education." As States with large Indian populations are sometimes seriously handicapped in meeting their responsibility for providing educational services for Indian children, and as the Bureau of Indian Affairs is assisting some States both directly and indirectly in meeting such responsibilities, and as there is a heightened national interest in education, it appears that this is an especially propitious time to undertake a comprehensive survey of the problem.

We recommend the following amendments to the joint resolutions:

1. On page 1, line 6, delete "United States" and substitute "continental United States and Alaska." Alaska should be included within the scope of the survey.

2. On page 2, line 7 of House Joint Resolution 451, and on page 2, line 6 of House Joint Resolution 476, after "is authorized" delete the remainder of section 2 and insert in lieu thereof "to enter into contracts in accordance with the provisions of the Johnson-O'Malley Act of June 4, 1936 (49 Stat. 1458, 25 U. S. C. 452)." The present language of section 2, which authorizes the procurement of the services of experts, consultants, or organizations thereof in accordance with the provisions of section 15 of the act of August 2, 1946 (60 Stat. 810), is superfluous because section 15 is of general applicability and will apply in any event. It is desirable, however, that the Secretary's contract authority under the Johnson-O'Malley Act be extended to the study and investigation authorized by this joint resolution in order that he may contract with an independent organization to do the entire job without regard to the compensation paid by such organization to the individual members of its staff.

3. On page 2, lines 14 and 15 of House Joint Resolution 451, and on page 2, lines 13 and 14 of House Joint Resolution 476, delete "the effective date" and substitute "funds are made available to carry out the purposes." In order to undertake a survey of the scope intended, it will be necessary to obtain an appropriation for that purpose, and it will take 2 years after the appropriation is available to complete a comprehensive survey and submit a report to the Congress.

It is not possible to give at this time an estimate of the amount of funds which will be required to carry out the study and investigation. Considerable additional planning will be necessary before a reasonable estimate of the costs can be made.

The Bureau of the Budget has advised that there is no objection to the presentation of this proposed report to the Congress.

Sincerely yours,

F. E. WORMSER,
Assistant Secretary of the Interior.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
Washington, April 30, 1956.

HON. CLAIR ENGLE,

*Chairman, Committee on Interior and Insular Affairs,
House of Representatives.*

DEAR MR. CHAIRMAN: This letter is in response to your request of January 13, 1956, for a report on House Joint Resolution 451, and your letter of January 18, 1956, for a report on House Joint Resolution 476, identical joint resolutions directing the Secretary of the Interior to conduct a study and investigation of Indian education in the United States.

These resolutions would authorize and direct the Secretary of the Interior, acting through the Bureau of Indian Affairs, to conduct a study and investigation of Indian education in the United States, including (1) the education problems of Indian children from non-

English speaking homes, and (2) the possibility of establishing a more orderly, equitable, and acceptable program for transferring Indian children to public schools. These resolutions would authorize the appropriation of "such sums as may be necessary" for this purpose, would authorize the Secretary to procure the services of experts, consultants, or organizations thereof and reimburse them for travel, subsistence, and other necessary expenses, and would require the Secretary to submit the report and recommendations resulting from the study to the Congress not later than 2 years after the effective date of these resolutions.

The subject of these resolutions, namely, Indian education, is a matter of considerable interest to this Department. This interest arises not only from the general responsibility of the Office of Education in promoting the cause of education, of which Indian education is a part, but more particularly from the specific statutory responsibilities of the Office of Education in certain problems of Indian education in the administration of Public Laws 815 and 874 (81st Congress), as amended.

This Department concurs fully as to the desirability of a comprehensive study and investigation of Indian education at the present time. Consequently the Department is wholly in accord with the stated objective of the subject resolutions. The Department believes, however, that in order for the findings of such a study to be of maximum usefulness to all parties concerned with this problem, and to the Congress, it is desirable that the study be broadly based and as objective as possible.

It is our understanding from informal staff discussions with representatives of the Department of the Interior that it is the intention of that Department, if these resolutions are adopted, to have the survey conducted in large measure under contract with some competent organization or organizations independent of the Federal Government. The committee may want to consider some modification of the wording of these resolutions which would incorporate such an understanding within the terms of the subject resolutions.

Subject to this reservation, the Department favors these resolutions and recommends their enactment.

The Bureau of the Budget advises that it perceives no objection to the submission of this report to your committee.

Sincerely yours,

HEROLD C. HUNT,
Acting Secretary.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D. C., April 18, 1956.

HON. CLAIR ENGLE,
*Chairman, Committee on Interior and Insular Affairs,
House of Representatives, Washington 25, D. C.*

MY DEAR MR. CHAIRMAN: This is in response to your request for the views of the Bureau of the Budget with respect to House Joint Resolution 451 and House Joint Resolution 476, bills directing the Secretary of the Interior to conduct a study and investigation of Indian education in the United States.

In a report he is submitting to the Senate Committee on Interior and Insular Affairs on a companion measure, Senate Joint Resolution 110, the Secretary of the Interior indicates that his Department has recently begun to prepare plans for a project of the type authorized by these resolutions. The plans tentatively call for the study to be conducted under contract with an organization independent of the Federal Government, and language to accomplish this procedure is included among the several amendments recommended in the Secretary's report.

You are advised that the Bureau of the Budget would have no objection to the enactment of House Joint Resolution 451 or House Joint Resolution 476 if amended in accordance with the recommendations contained in the report of the Secretary of the Interior on Senate Joint Resolution 110.

Sincerely yours,

ROBERT E. MERRIAM,
Assistant to the Director.

The Committee on Interior and Insular Affairs recommends enactment of House Joint Resolution 451, as amended.

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